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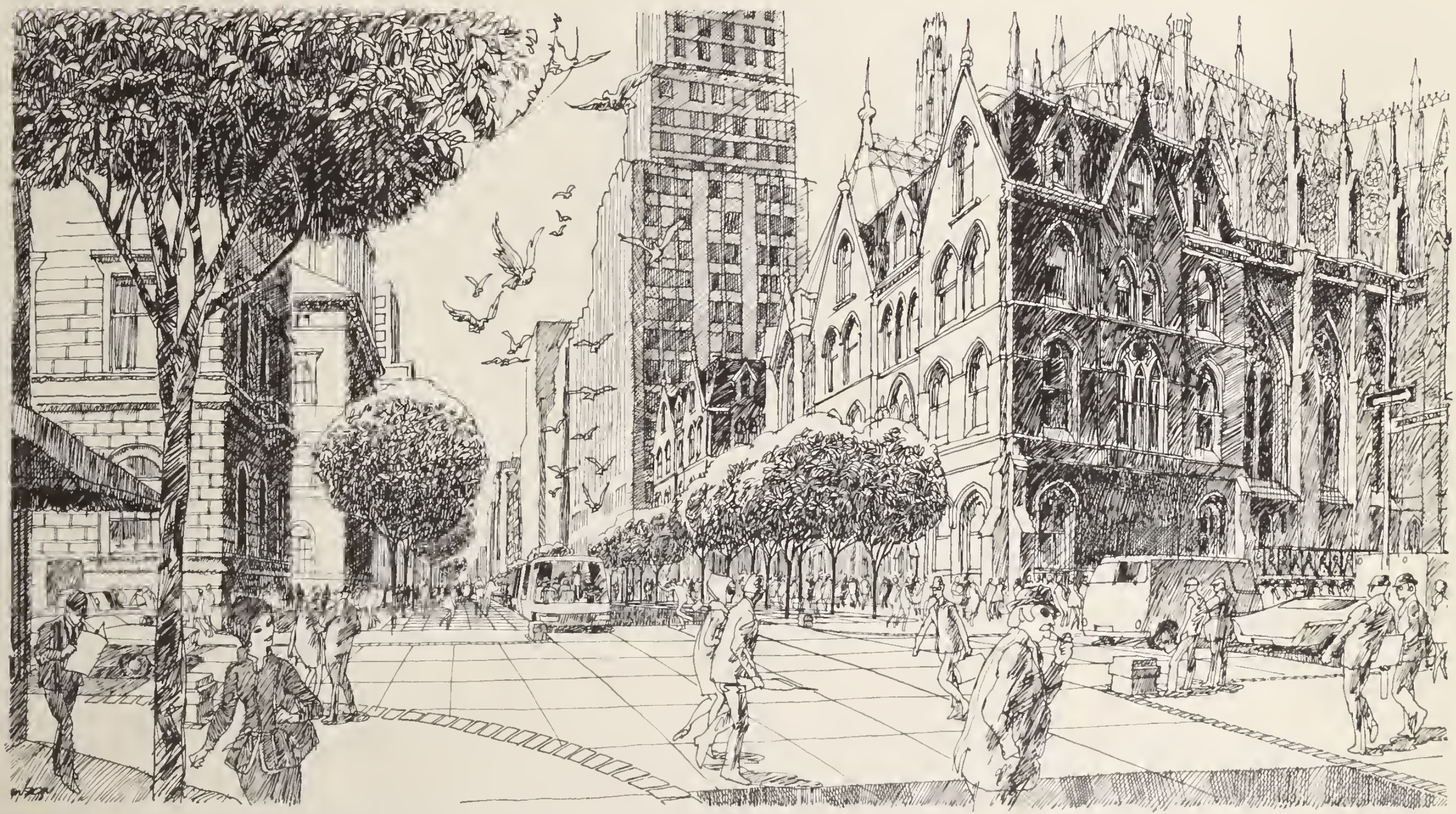

OFFICE OF MIDTOWN PLANNING AND DEVELOPMENT

1971

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MADISON MALL

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Office of the Mayor

City of New York

October, 1971

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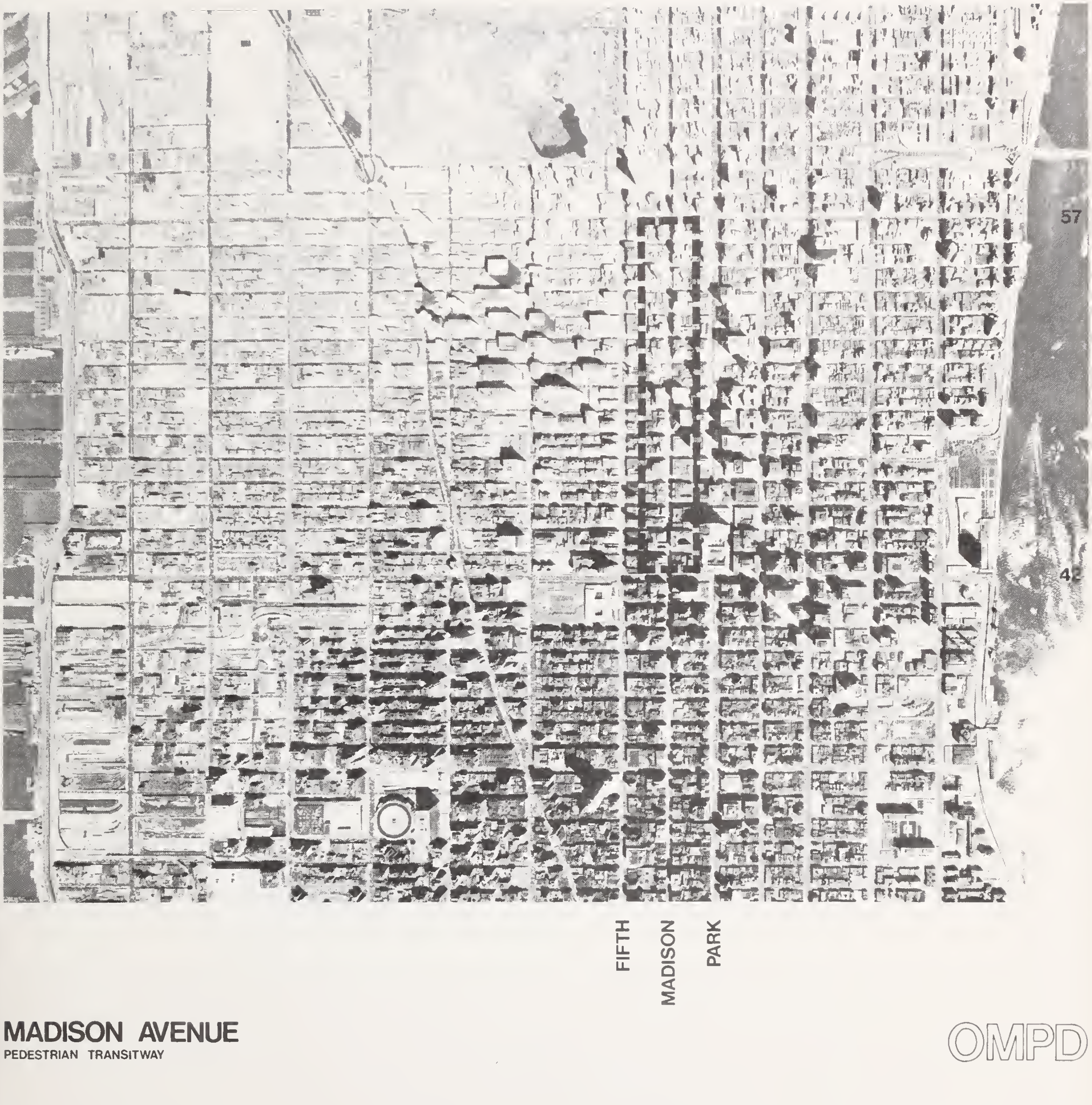

MADISON AVENUE
PEDESTRIAN TRANSITWAY

OMPD

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INTRODUCTION

The economic and physical deterioration of downtown shopping districts, together with their intense traffic congestion, noise and air pollution have drawn an increasing amount of national attention. Public consternation has grown particularly acute over the automobile, which not only is the least efficient mode of travel in central business districts, but also is a major contributor to environmental pollution.

As a result, many cities have initiated exciting new public transit programs. These include the revitalization of existing transit systems, as well as the introduction of new forms of transportation specifically designed to serve the dense, pedestrian-oriented activity of downtown areas.

Other cities have constructed attractive pedestrian malls where shoppers, tourists, residents and office workers may leisurely stroll, uninhibited by automobile traffic and protected from unhealthy levels of pollution. These well-designed and boldly executed malls have been highly successful. Retail sales have generally increased as additional shoppers are attracted to streets specially designed to the human scale. In many cases, the "mall" has become a new focus of downtown activity, bringing prestige and commercial success to its establishments.

Although Midtown Manhattan continues as a strong retail center, pedestrian congestion and pollution are also beginning to erode its once inviting retail atmosphere. As a consequence, concerned businessmen, community leaders and public officials have recently become interested in improving the entire Midtown pedestrian environment.

To this end, Mayor John V. Lindsay inaugurated a series of demonstration street closings which produced an overwhelmingly favorable response. Encouraged by these results, the Mayor directed the Office of Midtown Planning and Development to create proposals for permanent pedestrian streets as part of a larger Midtown circulation improvement program.

Preliminary studies and consultations with numerous public and private organizations indicate that the creation of a pedestrian mall on Madison Avenue, between 42nd and 57th Streets, is a reasonable measure to begin the program. The proposed timetable for the mall's development is as follows:

> September 1971 -- Completion of schematic base plans which include sidewalk widening and tree planting, and which allow for access by buses, delivery trucks and emergency vehicles.
>
> January 1972 -- Completion of detailed block-by-block plans in conjunction with the Department of Highways. Local businessmen, retail merchants and civic groups will be invited to participate in the elaboration of the City's base plan.
>
> March 1972 -- Initiation of construction.
>
> November 1972 -- Completion of construction and planting.

This "opening" of Madison Avenue will be the first step in creating a new pedestrian environment for Midtown Manhattan. Desirable in itself, it nevertheless must be part of a larger and more comprehensive program, a program which can only be realized through the commitment of both public and private sectors in the City.

I. WHAT IS A MALL?

A pedestrian mall is a means of revitalizing an area of a densely congested central city. It is a new kind of street which has been oriented in its design primarily towards the two most important ways people move about in such areas: on foot and by public transportation.

A pedestrian mall at a minimum has generous sidewalks, trees and other plantings, and benches, and in general offers people ample movement space and an attractive and pleasant environment. It may include such street furniture as fountains, sculpture, informational kiosks, outdoor goods displays, specially designed street signs and lighting, and other "people-oriented" items. Street furniture may be organized to focus on specific kinds of local establishments, such as clusters of retail shops, eating and drinking establishments, and cultural activities.

II. WHY A MALL IN MIDTOWN?

There are many reasons for developing malls in an area like Midtown Manhattan:

1. TO IMPROVE THE ECONOMIC VIABILITY OF AN AREA.

A well-designed mall which integrates the needs of businesses and retail establishments while providing an attractive place to visit can draw shoppers and tourists to a area as well as create a prestige location for businesses.

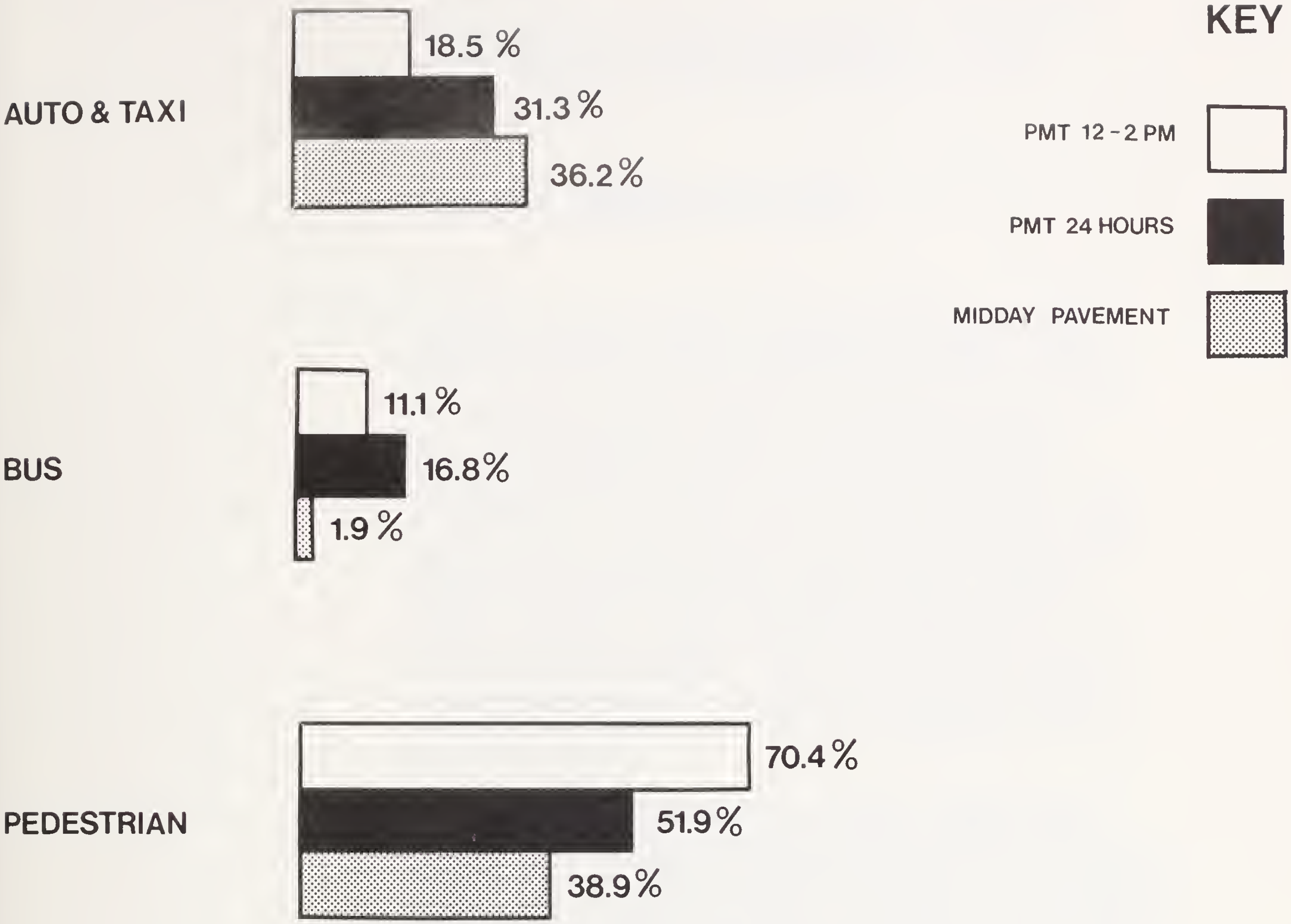
For about the last fifty years, the focal point in New York City for shopping, commercial, and tourist activities has been the Fifth Avenue-Madison Avenue "corridor" linking 34th and 57th Streets. Recently, however, this thriving retail corridor has begun to weaken and break up; important retail establishments have migrated out of the corridor taking with them vital business and human activity.
A pedestrian mall on Madison, together with the new Fifth Avenue Special District should help reverse this trend and re-establish a strong image for the corridor.

2. TO PROVIDE INCREASED WALKING SPACE.

The streets and sidewalks of Midtown Manhattan were laid out early in the 19th Century when the area was predominantly residential. As late as 1900, Midtown was characterized by blocks of three and four-story brick row houses, three-story walk-ups, and five and six-story old law tenements, even in the area surrounding Grand Central Station. The associated sidewalk widths were more than adequate to service these residential structures. Yet over the years, as Midtown has grown to become the densest commercial and retail area in the world, many of its sidewalks have been narrowed to provide increased vehicular space. (In 1921, for example, the sidewalks of Madison Avenue were narrowed from 19 feet to 13 feet.) Today, over _one million_ people work in the central square mile and a half of Midtown, within 30th to 60th Streets and Second to Eighth Avenues. What was adequate sidewalk space for a residential Midtown in the 1900's is today painfully _inadequate_, and pedestrian space tends to be least where activity densities are greatest.

Anyone familiar with the area is acutely aware, for example, of the highly congested sidewalks of Lexington, Madison, and Fifth Avenues, particularly during midday. Subway entrances and newspaper stands narrow the sidewalk widths even further, and in places, particularly in bad weather, the pedestrian is left with almost _no_ space to walk in.

Pedestrian movement in such areas as Midtown, however, is highly important to the activities that take place there. A recent Regional Plan Association study has estimated that over 70% of the _midday_ surface movement of people in the central area of Midtown is pedestrian movement (see chart on following page). Private autos, taxis, and buses account for only 30% of this movement, yet the street space available in this area for such vehicles accounts for over 65% of the total pavement space. Even over a 24 hour



AREA OF STUDY: 40TH-60TH STS., 2ND-8TH AVES.

PERSON-MILES TRAVELED (PMT) vs MODE

SOURCE: REGIONAL PLAN ASSOCIATION

period, pedestrian movement accounts for almost 52% of the total while automobiles and taxis account for only 31% and buses 17%.

3. TO PROVIDE INCREASED OPEN SPACE.

With land in the central area of Midtown currently valued at between $500 to $1000 per square foot, it is unlikely that any significant amount of such land will be made available for public open space. Yet a serious need exists for such open space. Midtown encompasses one of the most intensive agglomerations of human activity in the world. It is noticeably lacking in the kinds of periodic open spaces which provide trees and other greenery and relief from the intensity of activity -- oases which allow the visitor, shopper, and office worker to pause, collect his wits, relax his feet, or chat with a friend. Such amenities are needed to make the heart of a great city like New York liveable and humane, as they do in other cities all over the world.

Across Midtown one finds only three significant parks and two additional pedestrian oases: United Nations Park (generally inaccessible); Clinton Park, tucked away on the northwest riverfront of Midtown, far away from office workers, shoppers, and tourists; Bryant Park behind the library; Rockefeller Plaza, enormously popular though most of it is taken up by a sunken restaurant or ice skating rink; and the tiny but beautiful Paley Park on 53rd Street.

A revealing comparison can be made with the equivalent area in central London, between Mayfair and the Thames (an area of lower overall density than Midtown Manhattan), which is liberally peppered with dozens of parks and squares of various sizes, in addition to being graced with many street trees. Virtually

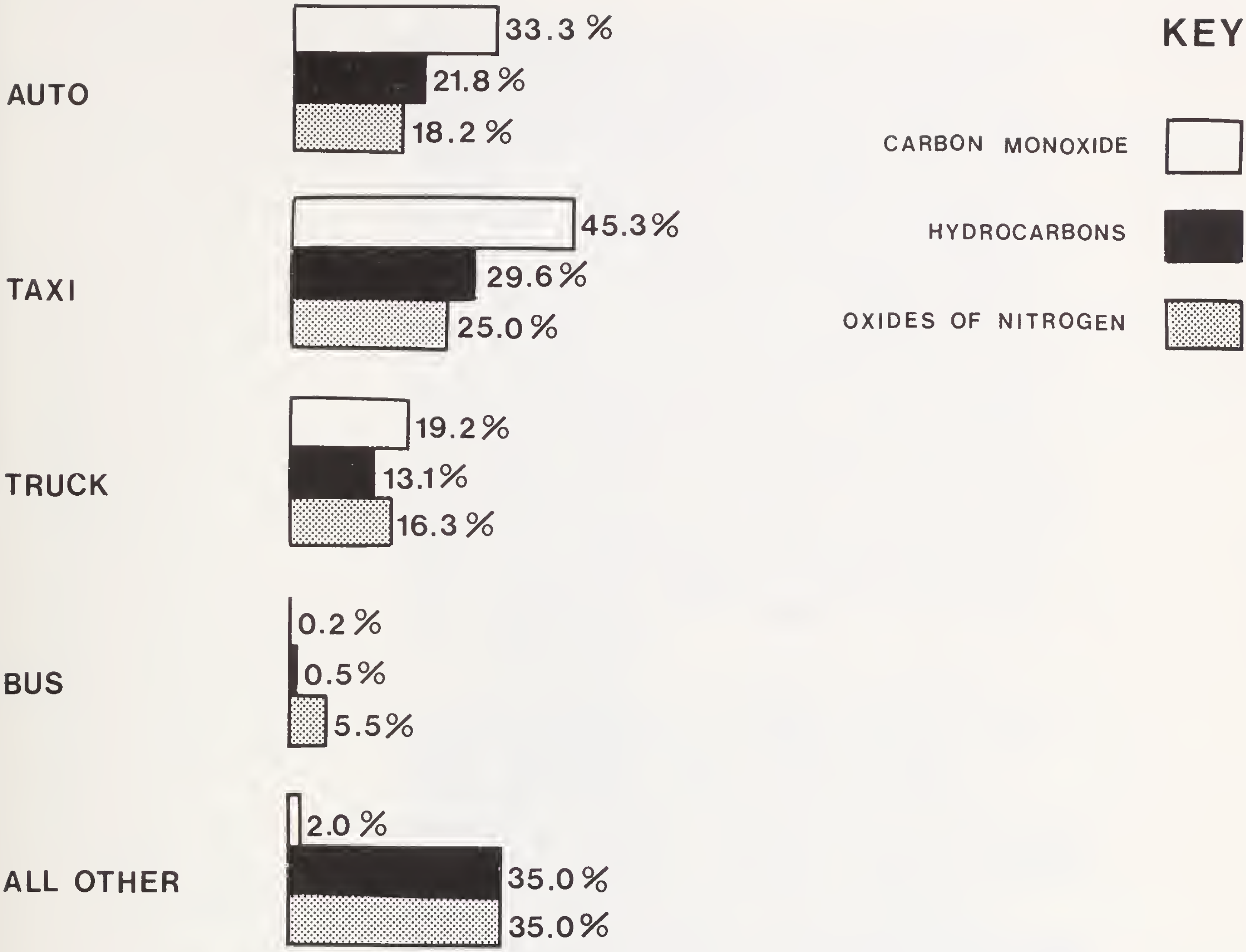
no spot in this area of London is further than a six minute walk from a significant open space (a three minute walk is most typical.)

The only space realistically available in Midtown for this kind of use if the land is not to be cleared are the streets, an existing open space system presently monopolized by vehicles.

4. TO IMPROVE THE ENVIRONMENTAL QUALITY OF MIDTOWN.

During the past few years public demand for meaningful action on environmental issues has increased considerably. In New York City, such groups as Citizens for Clean Air, the Environmental Action Coalition, and the Mayor's Council on the Environment have been pressing the City to make Midtown in particular a more pleasant and healthful place for shopping, working, and entertainment. And now the Federal Environmental Protection Administration has mandated that New York City along with all other urban areas make significant improvements in air quality by 1975.

In Midtown Manhattan airborne concentrations of carbon monoxide must be reduced by 72%, hydrocarbons by 81%, and oxides of nitrogen by 45% to satisfy the new Federal standards. Motor vehicles are by far the most important source of such pollutants. Over a 24 hour period in Midtown, the New York City Department of Air Resources estimates that 98% of the carbon monoxide generated (a total of 76,000 tons per year) is traceable to vehicles. About 65% of the hydrocarbons and oxides of nitrogen are estimated to result from vehicles. Of the vehicular-emitted carbon monoxide, over a 24 hour period about 34% is traceable to automobiles, 46% to taxis, 20% to trucks, and minor amounts to buses (see chart on following page.) If these emissions are to be reduced to meet the Federal standards, not only must the engine itself be modified but the mix of vehicular traffic must be altered as well.



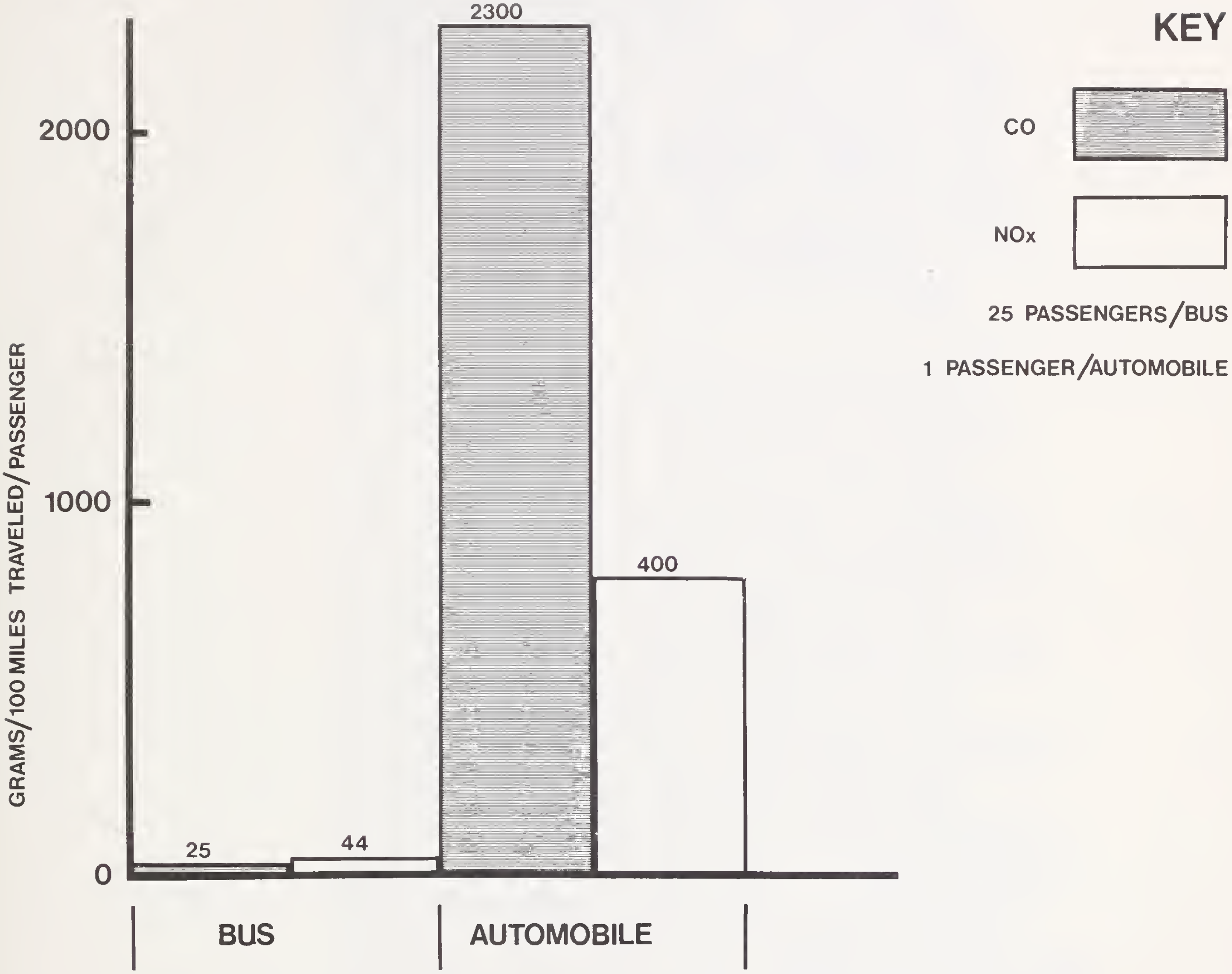
SOURCES OF AIR POLLUTION IN MIDTOWN

SOURCE: DEPT. OF AIR RESOURCES

There is a broad range of different strategies one might use to accomplish such reductions, based on different combinations of engine modifications and changes in vehicular mix. For example, if no significant changes were made in automotive, taxi, or truck engines, but a new bus engine emitting less oxides of nitrogen was introduced, the Department of Air Resources estimates that in Midtown the Federal standards would be met if the number of automobiles were reduced by 80%, taxis by 70%, trucks by 60%, and the number of buses increased three times to replace the passenger-carrying capacity of the removed automobiles and taxis. The standards would also be met by removing *all* automobiles and trucks, and 40% of the taxis, and increasing the number of buses three times. Clearly, such drastic changes in the vehicular mix are totally unrealistic. Significant engine modifications must be made. Yet there will still be a need for broad changes in the *types* of vehicles on the streets as well.

A modern diesel bus carrying 25 passengers (typical for Midtown at midday) generates about *one one-hundredth* as much carbon monoxide and *one tenth* as much oxides of nitrogen *per passenger* as a private automobile or taxi carrying one passenger (again typical for Midtown at midday), even when automobile engines meet the strict 1971 California emission standards (see chart on following page.) Thus, *shifts of passengers from private cars and taxis into buses can result in large gains in Midtown air quality*. Some gains can also be made by increasing the average number of passengers carried by taxis, and reducing the number of taxi vehicle-miles spent in cruising with no passengers. Since the usual midday mix of vehicles on streets in the center of Midtown is about 59% taxis, 25% automobiles, 14% trucks, and 2% buses, there is considerable opportunity to make such changes.

In addition to air contaminants, the typical auto or taxi passenger is responsible for the generation



POLLUTANTS BY MODE PER PASSENGER

MADISON AVENUE
PEDESTRIAN TRANSITWAY

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of about six times as much noise as the bus passenger and the consumption of about eight times as much pavement space. There are great differences between the bus, taxi, and automobile in terms of efficient use of Midtown street space for carrying passengers. While taxis numerically constitute 68% of the passenger-carrying vehicles on Midtown streets during midday, they carry only 37% of the passengers. Buses, on the other hand, constitute less than 3% of the passenger-carrying vehicles, but carry 40% of the passengers. Finally, autos represent 29% of the passenger-carrying vehicles but carry only 23% of the passengers.

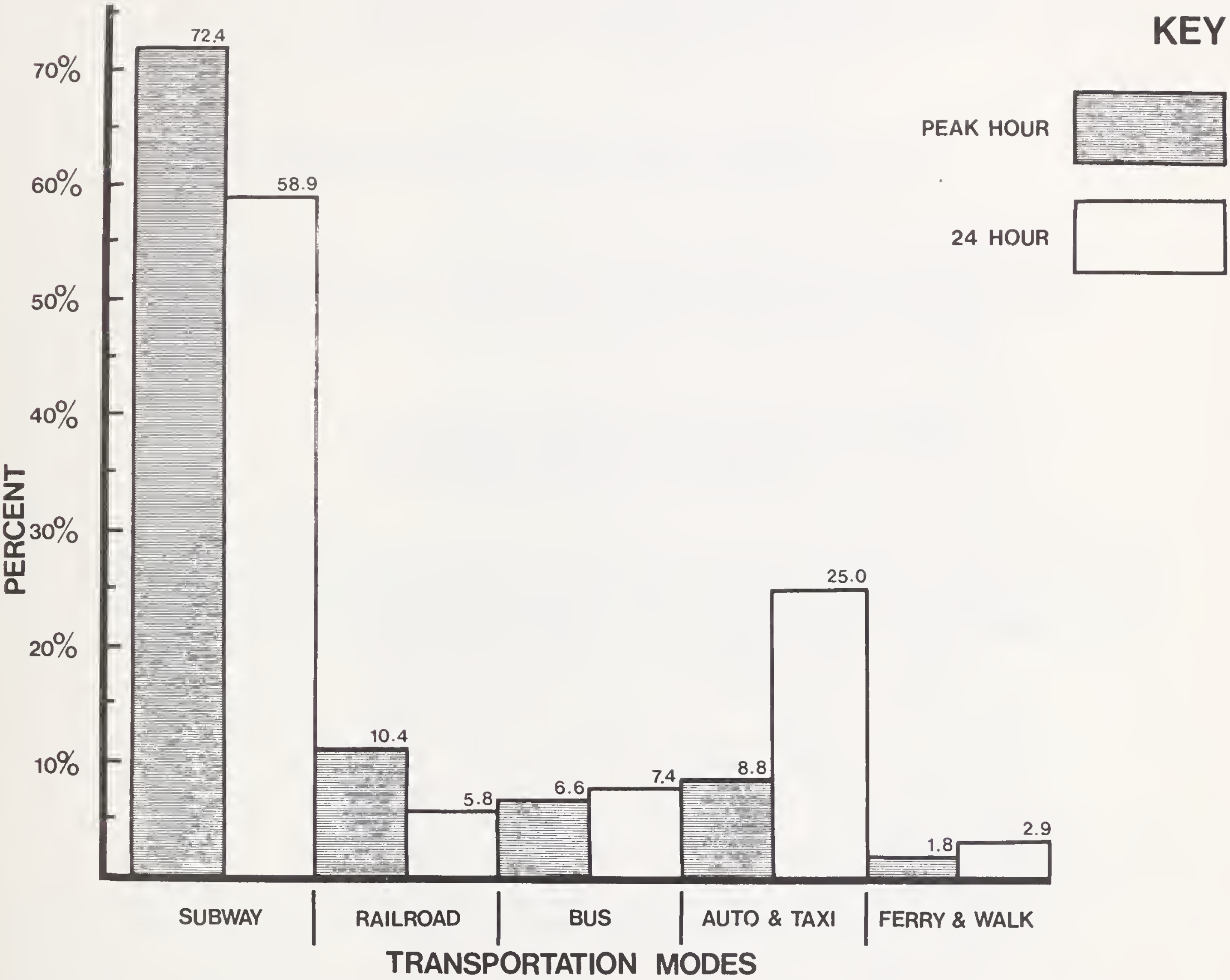
Realistically, the pedestrian mall represents at best only a partial solution to these problems. It does offer an island of relatively improved air and noise quality in areas where the greatest number of pedestrians are found. It may also offer some improvement to the strangled Midtown bus system (see following section). To the extent, however, that vehicles banned from the pedestrian mall shift to other streets, air and noise pollution levels as well as traffic congestion will be increased elsewhere. While this can be partially dealt with by more stringent enforcement of parking regulations, and strategic changes in traffic regulations and controls, most Midtown streets are already close to their traffic-handling capacity at peak hours. Of course, some unknown number of automobile drivers, faced with the increased difficulty of driving in Midtown, may be induced to shift to public transportation. The hard reality is that the pedestrian street system by itself will not solve the transportation problems of Midtown or any other major central business district. It makes sense only as an element of a larger program involving vehicular engine modifications, changes in goods and service delivery systems, and a severe restructuring of the total passenger transportation system away from the private automobile and conventional taxi and towards public transit and other multiple ridership means of travel. A number of public agencies including the Office of Midtown Planning and Development are now engaged in developing this program. Implementation of a Madison Mall **can be** the first step.

5. TO PROVIDE A MORE EFFICIENT SURFACE PUBLIC TRANSIT CORRIDOR THROUGH MIDTOWN.

The pedestrian mall provides a virtually exclusive channel for city buses and smaller public transit vehicles. In a city like New York, heavily public transit-oriented, this can be extremely important. At the morning peak commuter hour, for example, almost 90% of the people entering the Manhattan central business district (below 60th Street) are travelling by public transit, including subways, buses, and commuter railroads. Autos and taxis together account for less than 9% (see chart on following page.) Even over an entire 24 hour day, public transit accounts for 72% of the trips made into the area. The bus accounts for about 7% of both the peak hour and 24 hour trips. Improvement in bus system performance can provide an alternative to some auto and taxi commuters, and lessen the oppressive overloading of some subway lines. In addition, the pedestrian street can also provide a channel for smaller, more pedestrian-oriented public transit vehicles ("minibuses" or "maxicabs") which serve the Madison-Fifth Avenues retail corridor and other retail centers in Midtown, providing a much-needed new form of transit service to the harried Midtown retail shopper. Such a transit system can also be designed to connect public transit stations and major automobile parking areas with employment centers in the central business district as a commuter service.

6. TO PROVIDE BETTER EMERGENCY VEHICULAR ACCESS IN MIDTOWN.

New Yorkers are all too familiar with the frightening sight of fire trucks, ambulances, and other emergency vehicles fighting their way through Midtown's clogged



DAILY PASSENGERS / MODE TO MANHATTAN CBD

MADISON AVENUE
PEDESTRIAN TRANSITWAY

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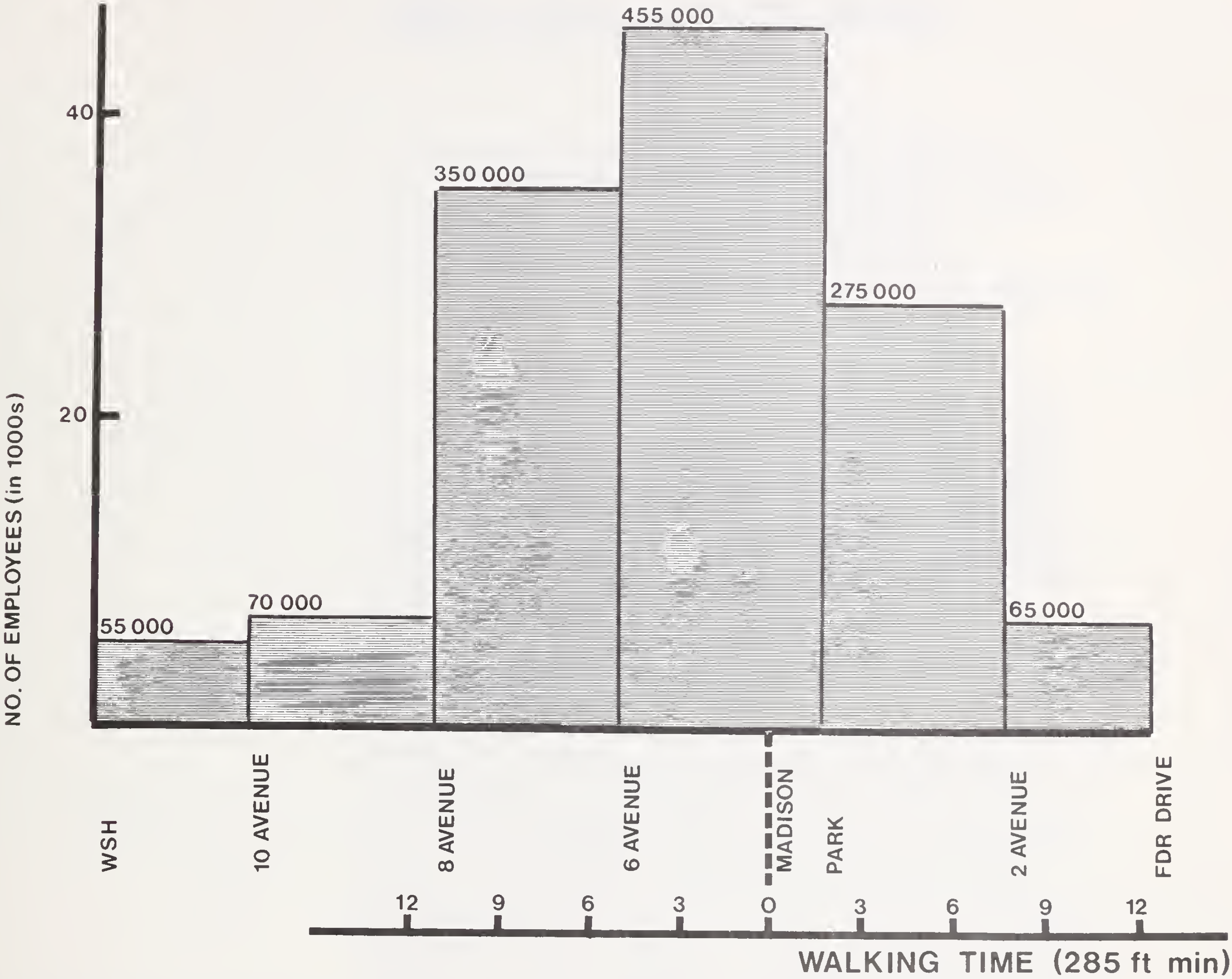
streets at a snail's pace. A pedestrian mall would improve this situation by providing emergency vehicles with a right-of-way in which buses would be provided with space to pull to the side, and conflicts with automobiles and taxis would be minimized.

III. WHY SELECT MADISON AVENUE FOR A PEDESTRIAN MALL?

An evaluation of various alternative routes for a pedestrian mall in Midtown points towards the selection of Madison Avenue as the first street to be so redesigned for the following reasons:

1. IT PASSES THROUGH THE AREA WITH THE HIGHEST DEVELOPMENT DENSITY IN MIDTOWN.

The center of gravity of both employment and floorspace in Midtown is near Fifth Avenue and 45th Street, only a few hundred feet from Madison Avenue (see chart on following page.) When employment densities in Midtown are mapped, Madison Avenue can be seen to bisect the densest area, where employment per square foot of land area rises above 50 persons. Here is where the towers tend to be tallest, the canyons darkest, and the open areas most sparse -- and most missed! Within a six-minute walk from the proposed Madison Avenue mall are employed about 730,000 persons, or 57% of Midtown's total work force. In addition, almost one-third of Midtown's residents, about 44,000 people (1960 census), live within this corridor. Thus, there is quite obviously a sizeable local "market" for the proposed mall.



DISTRIBUTION OF MIDTOWN EMPLOYEES
30th–59th STREETS
SOURCE: VAN GINKEL ASSOCIATES

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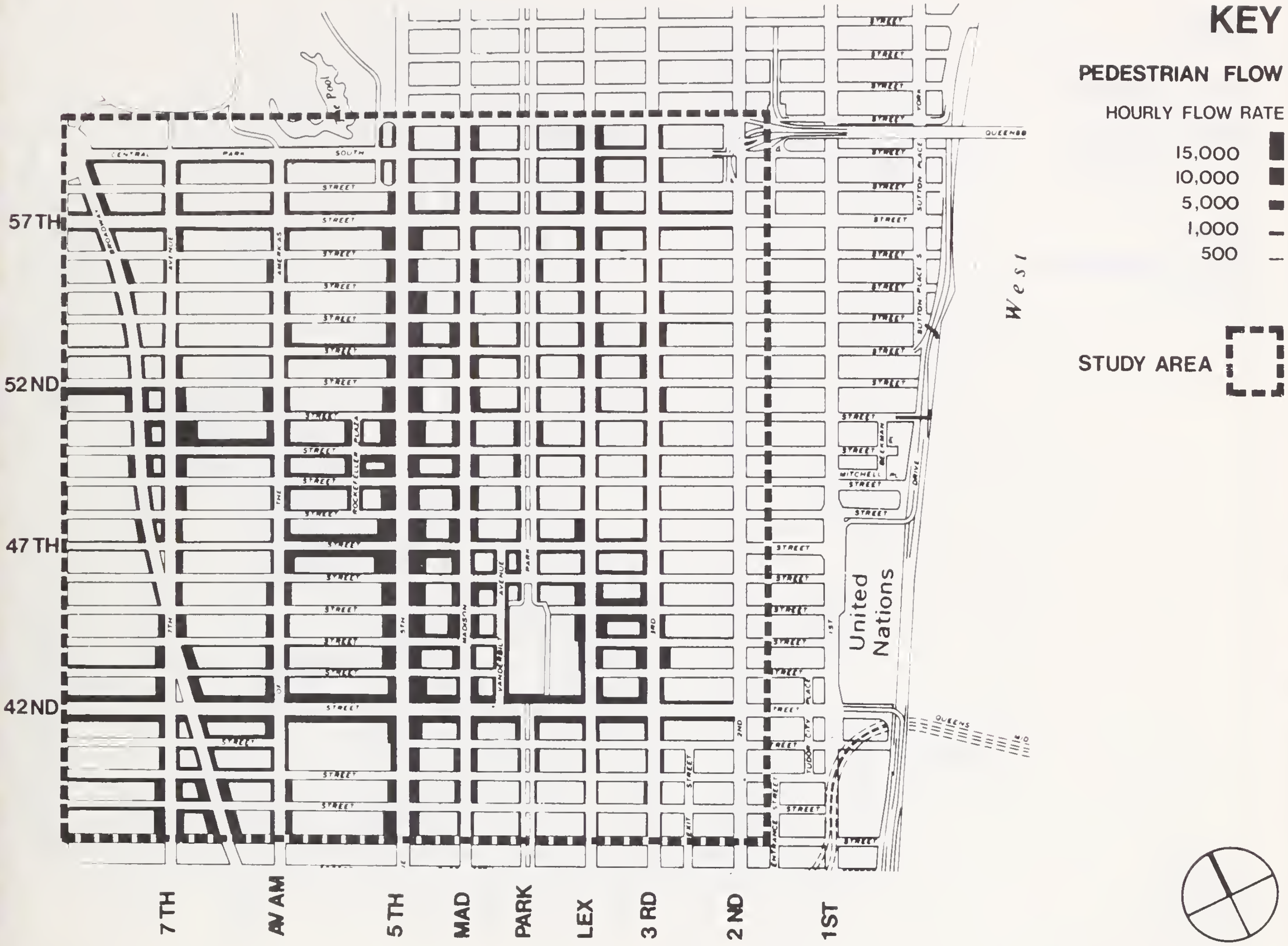
2. MADISON AVENUE IS AN IMPORTANT PEDESTRIAN CORRIDOR IN MIDTOWN.

The Regional Plan Association (RPA) study previously referred to confirmed that Madison Avenue (along with Fifth and Lexington Avenues) is one of the most congested streets in Midtown for pedestrians. During midday this congestion is related to Madison Avenue's function as an important retail street (see maps on following pages.)

During the morning and evening rush hours its heavy congestion is related as well to its use as an access corridor to Grand Central Station. Yet the total width of its sidewalks (26 feet) is one of the lowest of any Midtown Avenue. It carries peak pedestrian volumes of about 9000 persons per hour (in good weather), about the same as Seventh Avenue and Broadway which have almost twice as much sidewalk space. Highly congested Fifth Avenue, which carries about twice as many persons per hour at midday as does Madison, has sidewalks about twice as wide (45 feet).

In April of this year Madison Avenue was experimentally opened to pedestrians during 12 - 2 pm for a two week period. All vehicular traffic except buses was banned from Madison between 42nd and 57th Streets, and trees and benches were temporarily placed on the street. During the first week of the experiment, pedestrian volumes on Madison, according to Regional Plan Association studies, jumped to more than 19,000 persons per hour, making it the most heavily-travelled pedestrian way in Midtown (see chart following maps.) Surprisingly, RPA found no decrease in pedestrians on Fifth Avenue, the principal noontime strolling street. It seems undeniable that several thousand persons were attracted out of their Midtown offices and onto Madison Avenue each hour who would not ordinarily have come there. Even during the second week of the experiment, when the weather turned decidedly less pleasant, pedestrian volumes on Madison Avenue were



PEDESTRIAN FLOW - MID-MANHATTAN
12:30 PM - 1:30 PM
SOURCE: REGIONAL PLAN ASSOCIATION

MADISON AVENUE
PEDESTRIAN TRANSITWAY

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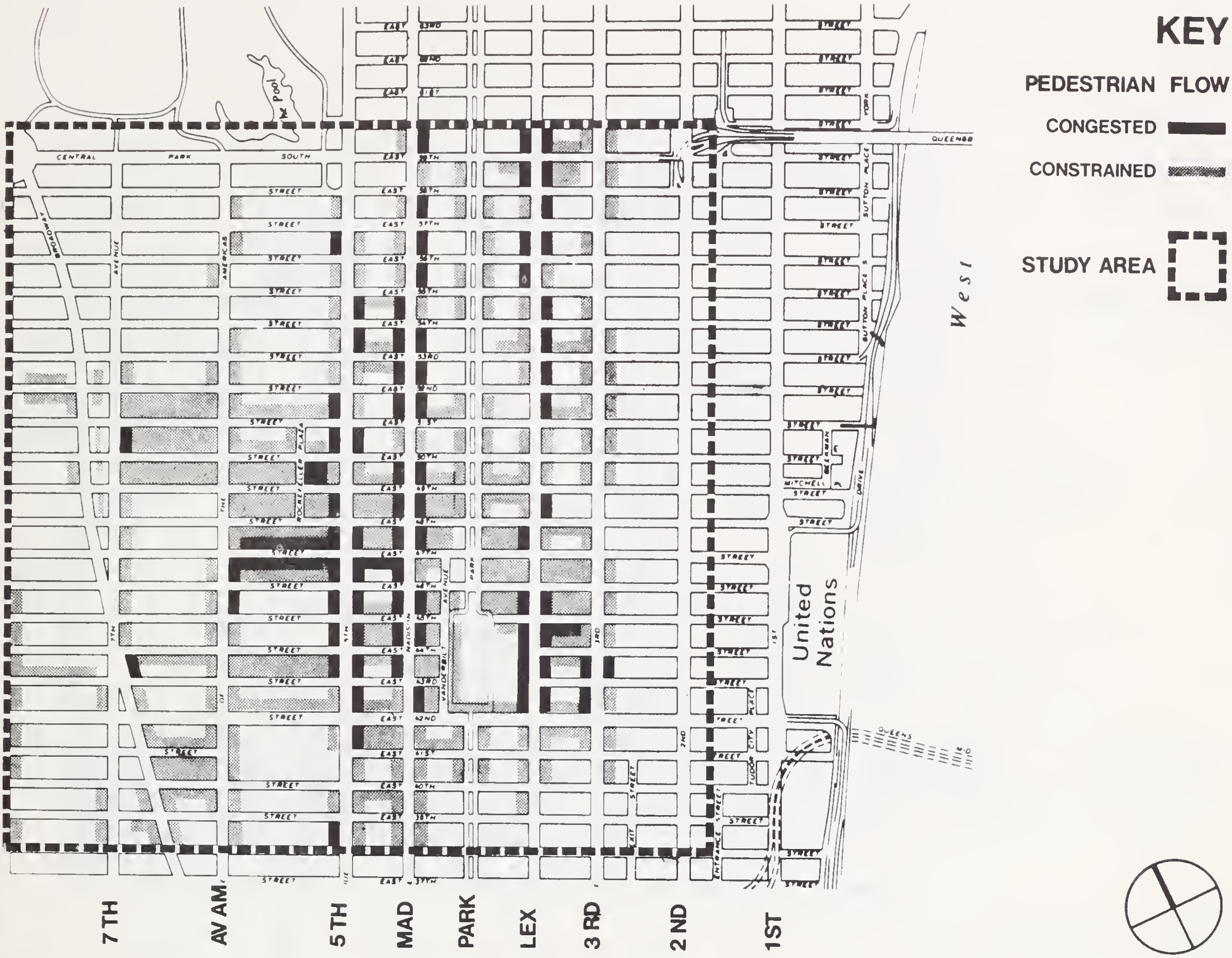

WALKWAY DEFICIENCIES – NOON

12:30 PM – 1:30 PM

SOURCE: REGIONAL PLAN ASSOCIATION

MADISON AVENUE

PEDESTRIAN TRANSITWAY

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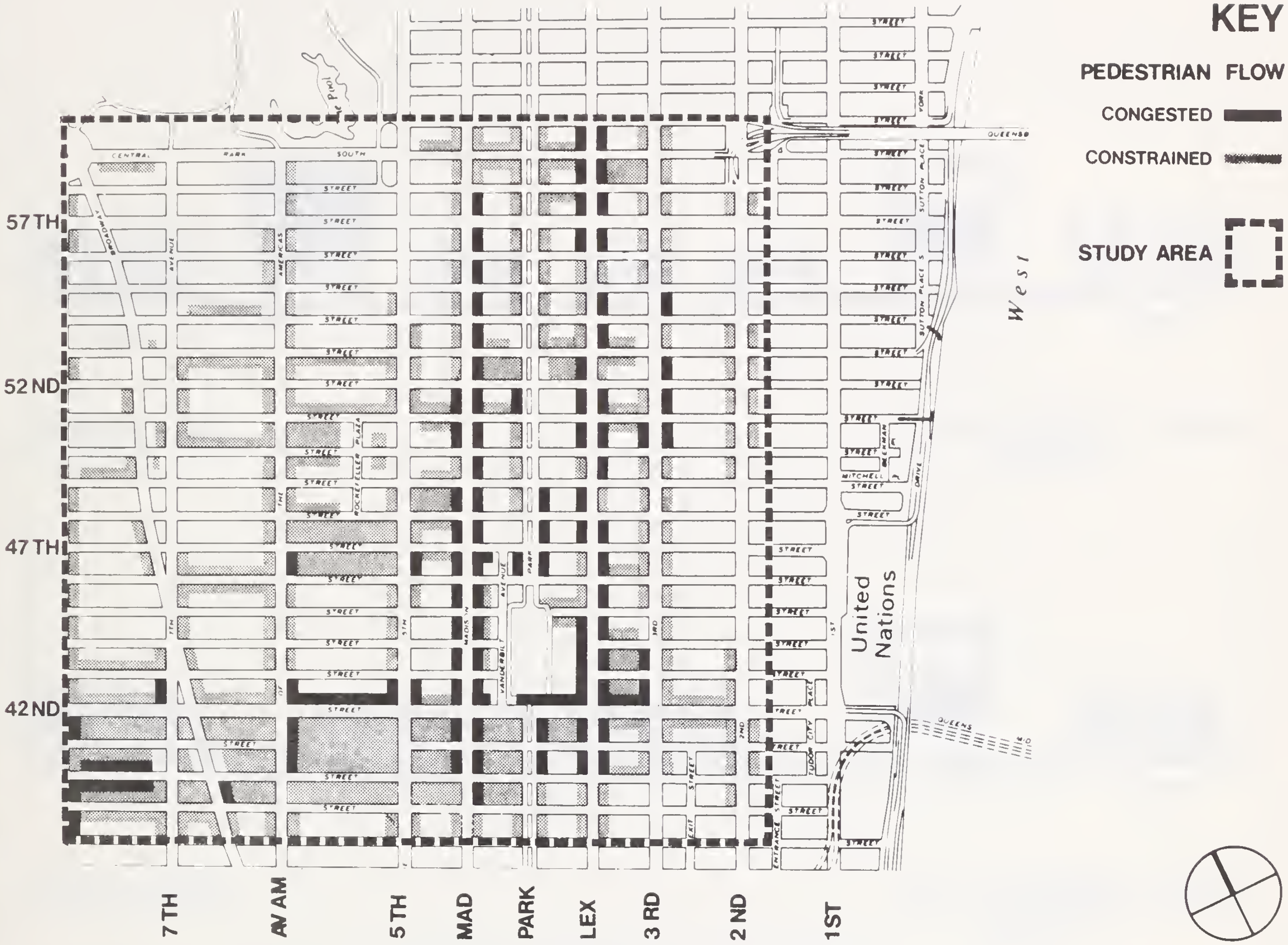

WALKWAY DEFICIENCIES - EVENING
5:00 PM - 5:30 PM
SOURCE: REGIONAL PLAN ASSOCIATION

MADISON AVENUE

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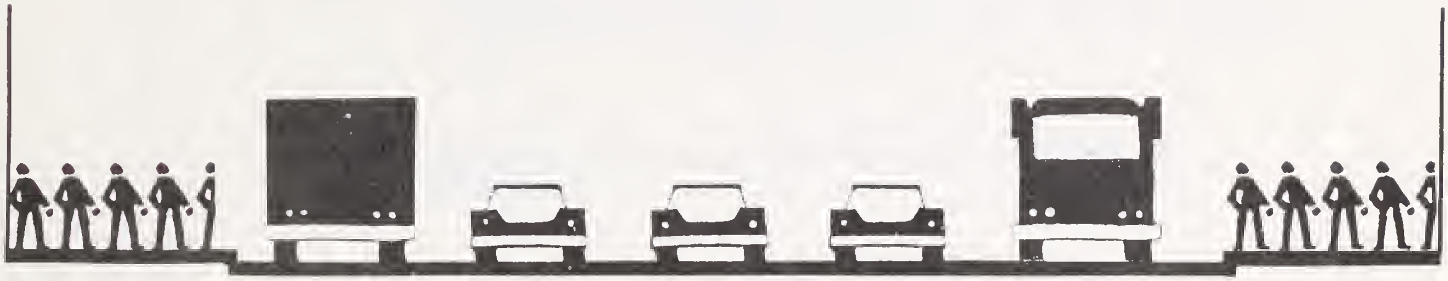
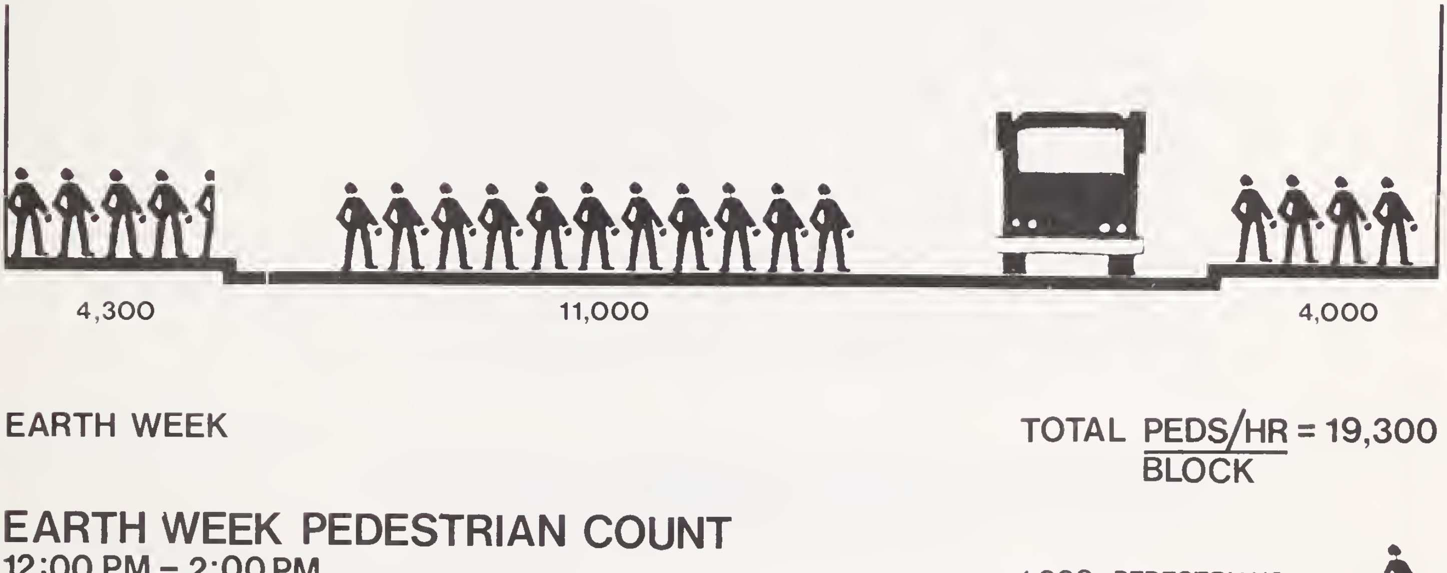


NORMAL WEEK

TOTAL $\frac{\text{PEDS/HR}}{\text{BLOCK}}$ = 9,000



EARTH WEEK

TOTAL $\frac{\text{PEDS/HR}}{\text{BLOCK}}$ = 19,300

EARTH WEEK PEDESTRIAN COUNT
12:00 PM – 2:00 PM

SOURCE: REGIONAL PLAN ASSOCIATION

1,000 PEDESTRIANS

MADISON AVENUE
PEDESTRIAN TRANSITWAY

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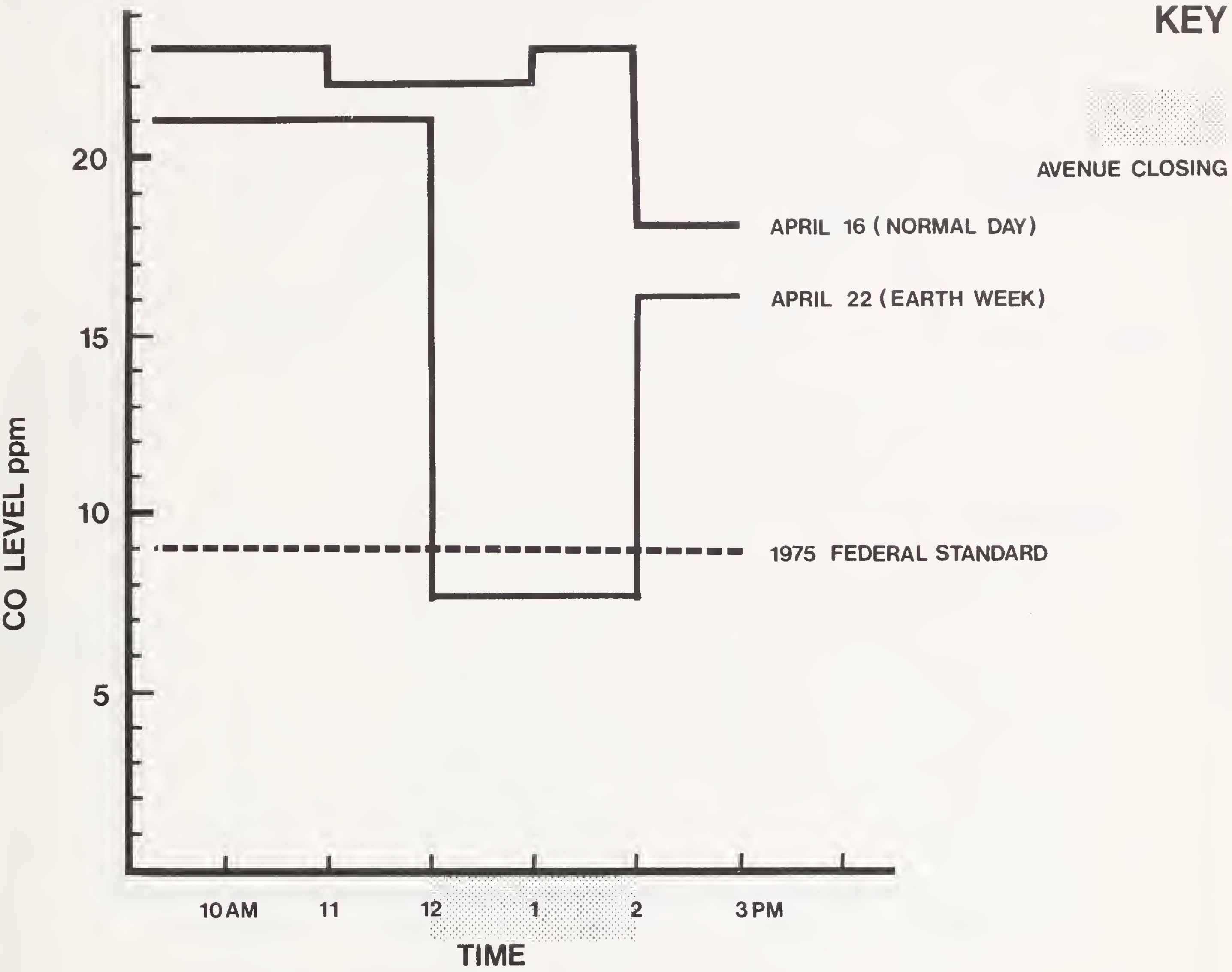
above normal. Of equal importance, during the experiment noise levels on the Avenue were reduced, and air quality reached the 1975 Federal standards. Carbon monoxide levels, for example, dropped from a normal 22 parts per million to about 7 -- 2 parts per million better than the 1975 standard! (See charts on following pages.)

4. MADISON AVENUE IS AN IMPORTANT BUS CORRIDOR IN MANHATTAN.

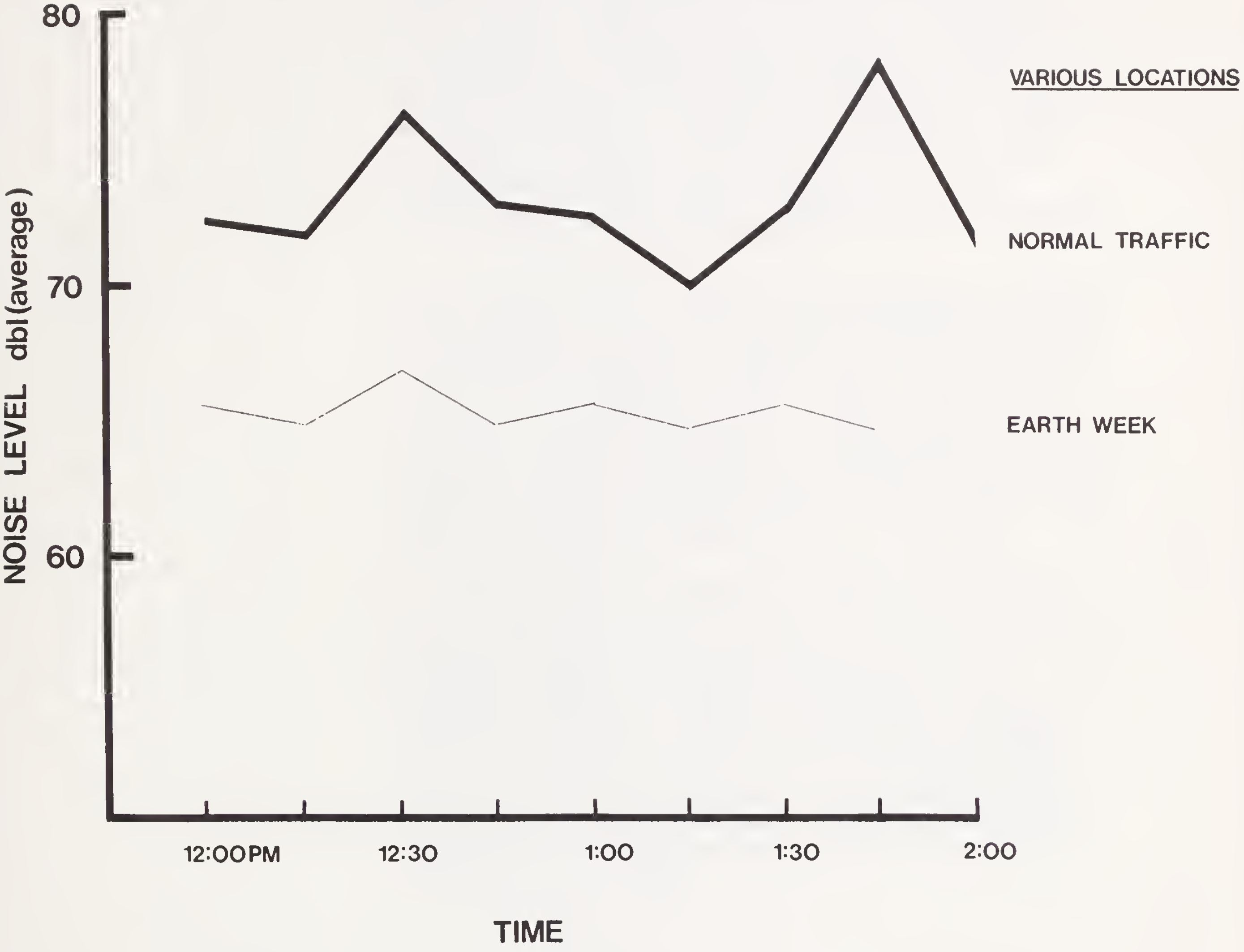
Madison Avenue is the north-bound complement to Fifth Avenue; together, the two Avenues function as the major trunk route for buses in Manhattan. Madison Avenue carries five north-bound local bus lines operated by MABSTOA (the Manhattan and Bronx Surface Transit Operating Authority, a subsidiary of the Transit Authority.) Four of these fan out into upper Manhattan, while the remaining line crosses over into Queens via the Queensboro Bridge. The average time interval between these local buses during midday is about one minute, dropping to about 45 seconds during peak commuter hours. In addition, five commuter express bus lines serving the Bronx and Queens, one operated by MABSTOA, the others by private companies, utilize Madison, with additional lines being planned. Clearly, a semi-exclusive busway in a pedestrian mall on Madison Avenue would aid a significant portion of Manhattan's bus service.

5. THE RETAIL CHARACTER OF MADISON AVENUE GIVES IT A DEFINITE PEDESTRIAN ORIENTATION.

On Madison Avenue between 42nd and 59th Streets, there are 187 ground floor establishments. Of these, 152 (or 81%) can be characterized as pedestrian-oriented. This includes such establishments as restaurants and retail shops which



AIR POLLUTION – MADISON AVENUE



NOISE POLLUTION – MADISON AVENUE

SOURCE: NYC DEPT OF AIR RESOURCES

MADISON AVENUE
PEDESTRIAN TRANSITWAY

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depend on high concentrations of pedestrians (see maps on following pages.)

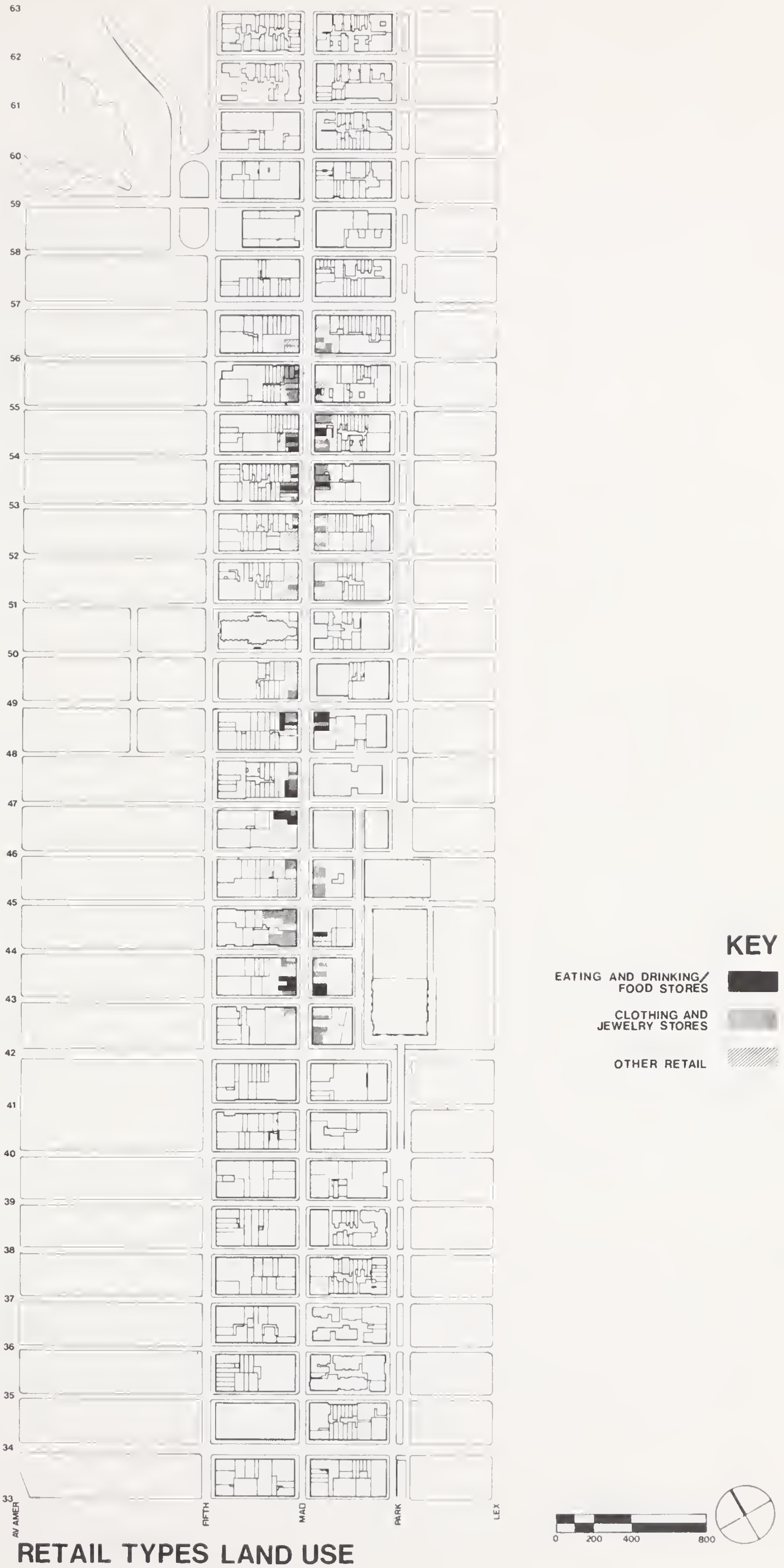
The concept of "pedestrian orientation" can be illuminated by contrasting Madison Avenue with Park Avenue. The variety of small and medium-sized shops on Madison tend to attract the shopper and stroller. (Clothing and jewelry stores constitute 42% of all ground floor establishments on Madison between 42nd and 59th Streets.) The vast glass and steel facades of offices, banks, and brokerage firms which characterize Park Avenue, on the other hand, discourage the stroller by their relative lifelessness.

During the two-week pedestrian experiment, Madison Avenue merchants had a "captive audience" of some 19,000 people per hour passing their doors, twice as many as the normal midday volume. Thus, the value of the pedestrian street image, that of an attractive place for people to gather and walk, is obvious. Indeed, merchants in most American cities which have developed pedestrian streets have been among the principal supporters of the idea.

At the present time, Madison Avenue between 42nd and 57th Streets essentially closes down after 6 pm, and few stores are open on the weekend. Most merchants agree that beyond attracting more potential customers during the weekday, the mall's attractiveness for walking would make possible augmented sales through increased shopping hours on weekends and in the evening. Early discussions indicated that most merchants would be willing to remain open later and on Saturdays as pedestrian activity is increased.

IV. WHAT PRECEDENTS ARE THERE FOR A MADISON AVENUE MALL?

The plaza and pedestrian mall are old ideas in the design of cities. In recent years, they have experienced a revival in the thinking of



RETAIL TYPES LAND USE

MADISON AVENUE

PEDESTRIAN TRANSITWAY

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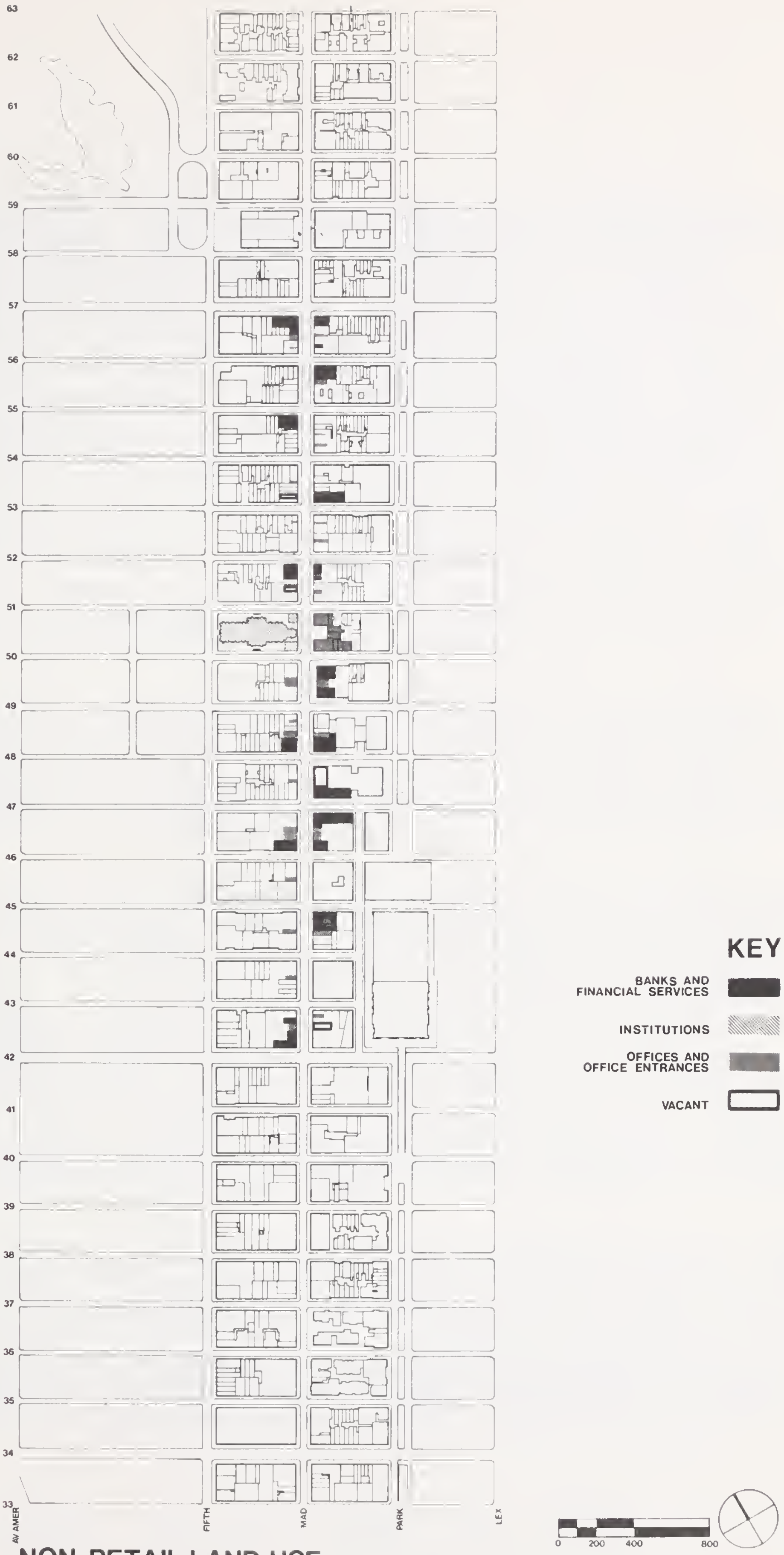

NON-RETAIL LAND USE

many urban designers and planners, as well as merchants and businessmen. The current applications of the pedestrian place concept range from temporary vehicular bans to landscaped, improved malls and semi-malls (a "semi-mall" has within it a vehicular roadway, though it remains primarily a pedestrian street.) (See table on following page.) The motivation for such projects has varied. Often downtown merchants have joined with planners and local government officials in promoting pedestrian ways in an effort to compete with suburban shopping centers. Sometimes the primary impetus has come from civic groups desiring a more liveable downtown environment. Though the initial attitude towards such projects has sometimes been divided, their almost universal success in attracting people and increasing retail sales has generated growing enthusiasm and imitation. Underlying such enthusiasm is the realization that the human being on foot has been slighted, that he deserves a place in downtown areas where he has priority over the automobile.

Europeans and European travellers are familiar with the Kalverstraat in Amsterdam, Lijnbaan in Rotterdam, Istanbul's Grand Bazaar, Milan's Galleria, the Stroget in Copenhagen, and of course the famous pedestrian ways of Venice and the Yugoslavian city of Dubrovnic. The highly successful Sparks Street mall in downtown Ottawa, near the Canadian Parliament, is a Canadian example.

During the last ten years pedestrian malls have been developed all over the United States. One of the most ambitious examples is the eight-block Nicollet Avenue Mall which occupies a major part of the downtown Minneapolis retail district. Completed in 1967 at a cost of some $3.8 million, the mall is open to buses and emergency vehicles as well as minibuses for local travel. It includes a serpentine two-lane vehicular roadway, specially designed paving, lighting, planters, benches, bus shelters, and other street furniture, as well as large trees. It was begun as an attempt to attract retail trade from the suburbs to downtown Minneapolis, and has been responsible for significant increases in annual downtown retail sales.

The Fresno, California, downtown mall, slightly over half a mile in length, was completed in 1964 as a key element in a long-range plan for revitalizing downtown Fresno. Its $1.6 million cost was borne partly by Federal funds. In addition, enthusiastic citizen's groups have contributed over $200,000 for sculpture and other street furniture. The Golden Mall in Burbank, California, is another example of a downtown renewal project. This six-block mall,

CITIES	Type of Traffic on the Mall	Dates of Inception & Completion	Length	Width	How the Mall was Financed	Why Built	Original Merchant Attitudes	Present Merchant Attitudes	Sales During Construction	Sales Since Completion	Types of Business	Changes Since Completion	Origin of Shoppers
Appleton, Wisconsin College Ave.	All traffic Sidewalk beautification	1963 or 1964	7 long blocks	6 lanes 2 sidewalks	Property owner tax assessment	Revitalize downtown	Mostly in favor	More in favor than before	Some loss	Significant gain	All types retail	New construction New Gimbels	City & nearby towns
Burbank, Calif. Golden Mall	Minibuses only	Started 11/67 Finished 5/68	6 blocks	80 feet	Bond issue Assessment both property owner & merchants	Revitalize downtown	Strong opposition	Almost all in favor	Improved	Up 22%	retail	Vacancy rate lowest since 1939	
Danville, Illinois	Emergency vehicles only	Inception 1965 Finished 1967	2 blocks	6 lanes 2 wide sidewks 70-80 feet	City funding. Owner & merchant voluntary subscription	Revitalize downtown	Merchants main force behind mall	Almost all in favor	No loss	1968/67: up 7% 1969/67: up 19%	All types retail	Much remodelling	Nearby towns
Fresno, Calif. Fresno Mall	Emergency vehicles only	Built 1964 Now complete	2800 ft	80 feet	Fed. funding & assessment	Revitalize downtown	Merchants main force behind mall	Almost all in favor		Up 43% in first 2 yrs. now, up 25%		New construction Banks & Hotels replace retail	Offices & suburbs
Grand Junction, Colorado	Two lanes Two ways S-curved	Built 1962-3	4 blocks 1800 ft	100 feet	Assessment	Revitalize downtown	Mostly in favor	Almost all in favor	Improved	constantly up	All types retail 2 banks	Much remodelling	Offices & nearby towns
Honolulu, Hawaii Fort & Hotel Streets	Buses	Complete 2/69	1800 ft	50 feet	Assessment & city funding	Revitalize downtown		Almost all in favor	Some loss 5-10%	Up 7-20%		New retail space	Offices
Minneapolis, Minn. Nicolett Mall	Buses & taxis	inception 1962 completed 1968	8 blocks	2 lanes (24 feet 2 sidewalks (28 feet each) 80 feet	Fed. funding Bond issue Assessment	Attract business downtown	Great support & businessmen's group initiated the project	Great support Merchants want to replace buses with minibuses	Improved up to 65%	Up 14-30%	All types retail	New construction $200 million	Offices & Suburbs
Oakland, Calif. Washington St.	All traffic 2 lanes, 1 way & buses	Built 1960-1	5 blocks 1000 ft	100 feet	City funding & assessment	Revitalize that street	Property owners main force. Most merchants opposed	Apathetic	Some loss, perhaps	up first few years then level	All types retail	3 blocks leveled for redevelopment	Local neighborhood
Pomona, Calif. Pomona Mall	no traffic	Completed 1962	9 blocks	70 feet	Assessment & bond issue	Stimulate downtown	Merchants main force behind mall	Merchants want one way traffic. Optimism waning	Loss 10%	Up	All types retail	Small stores closing. Dept. stores expanding	Suburbs
Providence, R. I.	Emergency vehicles only	Built 1962-3 Opened 8/65	1000 ft			Revitalize downtown		Many in favor	No loss	down 1.5% rest of city down 20%			Offices & suburbs
Riverside, Calif. Riverside Mall	No traffic	Built 1965-6	4 blocks	80 feet	Assessment	Revitalize downtown	Mostly in favor	Almost all in favor	Some loss	No losses rest of city has losses	Retail, banks & offices	Office & bank construction planned	Offices
Salisbury, Md. The Plaza	Delivery only	Built 8-10/68	900 feet	30 feet	Assessment & city funding	Revitalize downtown	Merchants main force behind mall	100% happy	No loss	Up every year	All types retail	Attracted new businesses	Offices & suburbs
Santa Barbara, Calif. State Street	All traffic	Built 1968-70	6 blocks	80 feet	Assessment	To maintain downtown	Skeptical	Almost all in favor		First year up 25%	All types retail	New construction less traffic	Suburbs
Washington, D.C. F St. Mall	All traffic but narrowed streets	Built 2/65 - 11/66	2 blocks	90 feet 3 36 ft center mall 2 20 ft roads	HUD funding	Revitalize downtown	Mostly in favor	Generally in favor			All types retail	Traffic down, pedestrians up	Offices & middle & lower income areas of city
Copenhagen, Denmark Strøget	No traffic	Traffic banned 1962	1 kilometer		Nothing to finance	For better environment & less traffic	Mostly opposed	Almost all in favor		Up greatly		Change in character of retail	
Ottowa, Canada Sparks St.	No traffic	Discussions began 1959. Completed 1967	3 blocks	60 feet	City funding & assessment	Revitalize downtown	Merchants main force behind mall Some skeptical	Almost all in favor	Improved	Up greatly	All types retail	New hotel and retail construction	Offices and suburbs

PEDESTRIAN MALLS IN OTHER CITIES

MADISON AVENUE

PEDESTRIAN TRANSITWAY

OMPD

completed in 1969, includes such features as minibuses, specially designed kiosks, and rest areas. In addition, all overhead wires were removed. Though there was considerable initial opposition to the Burbank mall, today it reportedly enjoys almost universal support among local merchants.

Among many other examples of pedestrian streets are the 1800 foot-long Fort Street Mall in downtown Honolulu, the 1000 foot pedestrian mall in Providence, Rhode Island, Baltimore's Lexington Street Mall, Detroit's Northland Mall, Boston's planned Washington Street Mall, and the nine block Pomona Mall in Pomona, California. In New York's sister city, Tokyo, primarily in response to Tokyo's rising levels of air pollution, almost nine miles of downtown streets, including the famous Ginza, have been closed to vehicular traffic on the heaviest shopping days.

Although there are numerous examples of other cities which have taken the lead in providing for the downtown pedestrian, as noted above, there are really no genuine precedents for a Madison Avenue Mall. There is only one New York City and only one Manhattan. Nowhere else in the United States are the densities of pedestrian activity as great as they are in Midtown Manhattan. Nowhere else in the world are the concentrations of office space and jobs as intense. Other cities have been concerned with bringing people to the mall, while Madison Avenue has ready access to thousands of local residents and hundreds of thousands of local employees.

Madison Avenue, for example, is probably better served by existing transportation systems than any of the other pedestrian streets previously mentioned. As has been noted before, Madison is served by five north-bound local bus lines as well as commuter express lines, while 400 feet away on Fifth Avenue their south-bound counterparts are available. The Lexington Avenue subway line is two blocks away, and crosstown subways serving Brooklyn and Queens cross Madison at 42nd and at 53rd Streets. Grand Central Station at 42nd Street daily spills some 70,000 commuter railroad passengers into the area (half of these at the peak hour.) Finally, in spite of the relatively non-automobile orientation of Midtown there are some 16,000 off-street parking spaces available within six minutes walking distance of Madison, out of a total of 54,000 available in Midtown (none of which, of course, will be lost under the present proposal.)

In most of the other cities mentioned, the pedestrian street has been intended primarily as a focus for retail shopping activity. While this is important, too, on Madison, it is obvious that the overwhelming importance of Madison Avenue is as a location for office employment. In the two block-wide corridor between Fifth and Park Avenues, from 42nd to 59th Streets, there are about 53 million square feet of floorspace. About 83% of this floorspace is devoted to office use, compared with slightly under 9% for retail use and 1% for restaurants and other places to eat and drink. Clearly the needs of those who work in this vast office complex as well as the needs of retail activities must be an important consideration for changes made in Madison Avenue. Indeed, our concern with the thriving retail community on Madison Avenue is not that retail sales from other parts of the city be attracted to it, but that the environment for those who now shop on Madison be significantly improved while increasing the merchant's capacity to transact business. In addition, we are concerned with strengthening the image of Madison Avenue as a retail street, to help prevent its desintegration under the impact of future economic forces.

Thus, to reiterate, while there are now many pedestrian streets throughout the United States and the rest of the world, there is no street with the kinds of demands on it that Madison Avenue faces. Hence, successfully creating a pedestrian mall on Madison is a new kind of challenge. It is well to remember that New York City, as the nation's largest metropolis, serves a vital innovative role. Residents of other cities look to New York for solutions to problems that New York generally faces first. We are, in a sense, the nation's most important urban laboratory. If the means are to be developed by which the quality of life is made acceptable and urban services made adequately functional in our dense urban areas, it should be done first in New York City.

V. HOW DOES THE PROPOSED MADISON MALL RELATE TO MORE COMPREHENSIVE TRANSPORTATION PLANNING FOR THE MANHATTAN CENTRAL BUSINESS DISTRICT?

The Madison Mall proposal is an integral element in a program to transform the Manhattan central business district into an area much more conducive to travel on foot and by public transportation than at present. This is essential if this area is to be made more liveable

and if it is to be made capable of handling the heavy transportation demands placed on it by existing and future development. In the next two - three years, for example, some 30 million square feet of office floorspace is scheduled for completion in Midtown, added to at least 150 million square feet of existing office floorspace. Both the continuing pace of development and the needs of existing activities compel us to begin developing programs for moving away from the outmoded dependence on internal combustion engine-driven vehicles carrying one passenger. We cannot afford such wasteful use of street space. We cannot afford, as well, the heavy toll in human well-being wrought by the high noise and air pollution levels in Midtown, and by the Midtowner-on-foot's daily battle to survive in the streets. This would be just as true even if the Federal government had not chosen to mandate improvements in this environment.

With Madison Avenue as the first step, we are proposing a larger system of pedestrian streets including Lexington Avenue, Broadway, and 48th and 49th Streets. Lexington Avenue, with 24 feet of sidewalk width, is, like Madison, an important retail and pedestrian street which is severely undersupplied with pedestrian space. Broadway connects Herald Square, Times Square and the theatre district, and Lincoln Center. Its diagonal configuration creates numerous difficult traffic situations at intersections in Midtown, and its removal from the street grid would probably improve traffic flow. A crosstown corridor serving the United Nations, the Grand Central complex, Rockefeller Center, the theatre district, and the planned "superliner" passenger ship terminal and Convention Center on the Hudson River waterfront would be provided by 48th and 49th Streets. Such a configuration generally agrees with the findings of the Regional Plan Association, and conforms with the City's transit expansion program for 48th Street. (A study is now underway to design a new high-capacity public transit system for the 48th Street corridor.)

A new $1 million study of surface transportation within and between Midtown Manhattan, Lower Manhattan, and other important centers in New York City, funded by the Federal Department of Transportation, will be getting underway this fall. This study, administered by the New York City Planning Department under the auspices of the Tri-State Transportation Commission, building on the work of van Ginkel Associates and others, will develop short-range programs for improving surface public transit and use of streets, and will specifically look at ways of integrating a system of pedestrian streets into the larger transportation system.

There are other specific transportation programs which are essential for Midtown in addition to a system of pedestrian streets in terms of fulfilling the objectives of improving public transit capability and improving the environment in Midtown. Included are:

1. Exclusive or semi-exclusive rights-of-way for buses on the major arterials into Midtown and on the streets used by buses within Midtown.

2. A new internal transportation system for the Manhattan central business district which would fall somewhere between that of the conventional bus and taxi in terms of capacity and convenience. Such a system, which might be called "minibuses", "maxicabs", or some other name, as previously noted, would interconnect major activity centers, public transportation terminals, automobile parking facilities, and local residential communities. It would be in a sense a new kind of taxi system using low-pollution vehicles, carrying several passengers, and following more controlled routes than conventional taxis. (Of course, since it carries more than one passenger, it should also be less expensive than the conventional taxi.) The system might be operated by the Transit Authority, by a franchised private operator, or as a taxi system with a new kind of medallion, with vehicles driven by operators of existing conventional taxis.

3. A system of peripheral park-and-ride parking lots at the periphery of and outside the central business district. Due to the enormous success of the Port Authority park-and-ride system, this operation will be used as a model. Basically, lots will be convenient to major arterials into the central business district. Drivers of incoming automobiles will be given a round-trip ticket on an express bus that takes them into the central business district over exclusive or semi-exclusive rights-of-way.

VI. WHAT WILL THE MALL LOOK LIKE?

The mall as currently planned will incorporate the following features:

1. Wide, 29 foot sidewalks on both sides of Madison (compared to the present 13 foot sidewalks).

2. Two 11 foot-wide traffic lanes in the center of the mall, open only to buses, minibuses, emergency vehicles, and delivery vehicles (the latter for one block only, and only for the purpose of entering the reserved delivery parking spaces.)

3. Reserved parking spaces for delivery vehicles (use of which is limited to specified delivery hours) and automobiles driven by handicapped persons (a special class of emergency vehicles.)

4. Crosstown traffic to be allowed to cross Madison as at present, with possible changes in parking regulations in the blocks immediately east and west of Madison.

5. New traffic regulations and controls to govern turning movements at the intersection of 42nd Street and Madison (the south entrance to the mall).

6. Possible new traffic regulations, particularly pertaining to parking, on Third and Sixth Avenues, to accommodate north-bound traffic diverted from Madison.

7. Large trees, benches, new attractive paving materials, new street lighting, signs, and other street furniture. In addition, local merchants, building owners, and tenants on each block will be encouraged to participate in developing special plans for additional improvements on their block. This might include bus shelters, arcades, sidewalk cafe areas, sculpture, and special outdoor goods display facilities.

VII. HOW CAN YOU PARTICIPATE IN THE DESIGN OF THE MADISON MALL?

The Office of Midtown Planning and Development (OMPD), in conjunction with other city agencies, civic groups, and private individuals, is now doing the necessary background studies and developing preliminary design ideas for the Madison Mall. A first draft proposal will be ready for circulation in October. Comments, criticisms, and suggestions will be requested from all those directly involved in the project as well as from the public at large. The OMPD is urging organizations to appoint someone to act as liaison with the Madison Mall project so that ideas and information may be exchanged on a more-or-less continuous basis.

Our expectations are that construction of the mall could begin during the spring of 1972 and be completed by the end of the year. We are now examining the availability of funding from various sources, particularly the Federal government. The most likely Federal sources are the Department of Housing and Urban Development (Urban Beautification program), Department of Transportation (Urban Mass Transit Administration Demonstration program), Department of Interior (Outdoor Recreation program), and the Environmental Protection Administration (for implementation of the 1975 air quality standards.) The first three programs are existing, presently funded programs requiring from one-third (DOT) to one-half (HUD and Interior) local matching funds. The estimated cost for Madison Mall from 42nd to 57th Street is $5-10 million. Since the City does not now have available the required matching funds for the Federal grant programs, we are seeking sources of funds in the private sector.

If the Madison Mall is to be a success, and the beginning of the revitalization of Midtown Manhattan, a concerted and cooperative public and private effort is necessary. We ask, therefore, that you join us in this endeavor.

If you have further questions, or are interested in further involvement in the Madison Mall project, please contact the individuals listed on the following page.

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